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The Royal Commission
on
Metropolitan Toronto

**Public Safety Services
in
Metropolitan Toronto**

Background Report

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THE ROYAL COMMISSION

ON

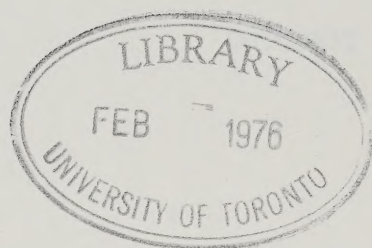
METROPOLITAN TORONTO

PUBLIC SAFETY SERVICES

IN

METROPOLITAN TORONTO


APRIL 1975



PREFACE

This study is one in a series of background reports prepared for The Royal Commission on Metropolitan Toronto, designed to provide the public with an appreciation of Metropolitan Toronto and its government, prior to and during the public hearings. A full listing of the background studies appears on the inside back cover of this document.

Any opinions or views expressed herein are those of the consultants and are not necessarily shared by the Commission.



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PUBLIC SAFETY SERVICES IN
METROPOLITAN TORONTO

A description of selected structures and programs for the delivery of public safety services in Metropolitan Toronto.

* * * *

P.S. Ross & Partners acknowledges the valuable assistance rendered in the development of this report by the Chairman of the Metropolitan Board of Commissioners of Police, the Chief of Police and his staff, the Commissioner of Emergency Measures and his staff, the Fire Chiefs and the Buildings Commissioners of the area municipalities, the Emergency Services representative of Bell Canada, the staff of the Ontario Safety Council, the staff of the International Association for Metropolitan Research and Development, and the staff of The Royal Commission on Metropolitan Toronto.

This report was prepared by Joe Martin, Dr. E.S. Deutsch, Anne McAllister, and Patricia Shelley of P.S. Ross & Partners.

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SUMMARY

This study describes selected aspects of public safety services in Metropolitan Toronto and its constituent municipalities. The report deals with policing, emergency measures and ambulance services, fire protection, building departments and the communications network which supports many of these functions.

POLICING

When the Municipality of Metropolitan Toronto was established in 1953, policing was the responsibility of each of the thirteen area municipalities. This fragmentation of service created considerable problems, and, after studying the matter, a special committee of Metro Council recommended the unification of the area police departments. Amalgamation of policing in Metro was achieved on January 1, 1957.

Unlike other safety services examined in this report, the Metropolitan Toronto Police Force does not report to an elected council, but instead, is responsible to a Board of Commissioners of Police. This Board is composed of five members, the Metro Chairman, one other Metro councillor, and three provincial appointees, two of whom are judges, and the other usually a private citizen. The Board of Commissioners of Police governs the conduct and organization of the police force, considers and recommends budgets, and investigates citizen complaints. The Chairman of the Board represents it in deliberations with the Ontario Police Commission, the Police Governing Authorities of the Province, and with all levels of government.

The Metropolitan Toronto Police Force is headed by the Chief of Police, who is directly responsible to the Board of Commissioners of Police. The Chief of Police maintains liaison with neighboring police forces and is responsible for the general administration of the force, subject to the policy directives of the Board of Commissioners of Police.

The Police Force itself is divided into four sections, each with its own deputy chief reporting to the Police Chief. The largest section, with over 75 percent of the force's personnel assigned to it, is Field Operations. The functions of the Field Operations section are performed on a geographic basis, with Metro Toronto divided into five police districts. Uniformed officers, traffic control officers, detectives and auxiliary police personnel all work on a district basis.

Other police functions are not organized into district jurisdictions, but, rather are provided on a Metro-wide basis. These include Field Support Services such as the Emergency Task Force and the Women's and Youth Bureau, the Community Services Unit, Parking Control Officers, as well as the Staff Operations Section which is responsible for police intelligence, and the investigation of serious crimes such as homicide, robbery and fraud.

In 1973, expenditures for policing constituted the second largest item at the Metro level. As a percentage of total Metro expenditures, policing increased from 9.4 percent in 1969 to 12.7 percent in 1973. Since 1970, the Province has given per capita grants to municipalities with police forces. In 1973 the grant for police was \$5.00 per capita which covered 13.5 percent of Metro's police expenditures for that year.

While it is clear that the unification of police forces in 1957 has improved the capacity of the police to deal effectively with area-wide traffic problems and criminal activities, some local councillors have expressed concern that the unified police force has reduced contact between the force and the citizen. Other concerns include the composition of the Board of Commissioners of Police, whether or not there should be greater political representation on the Board, as well as the perceived need for greater scrutiny of the police budget by elected representatives.

Current trends in crime in Metropolitan Toronto are of concern to police officials and the public, and are discussed in the report. Because crime statistics have many inherent deficiencies they must be examined with considerable caution. Selected historical and comparative statistics are provided but these are largely inconclusive.

EMERGENCY MEASURES AND AMBULANCE SERVICES

The Department of Emergency Measures reports to the Executive Committee of Metro Council. Its major responsibility is emergency planning and co-ordination of services and agencies in crisis situations, such as floods. In this regard the Department continually liaises with both the area municipalities and several non-governmental bodies such as the Red Cross and St. John Ambulance. The Department is also responsible for investigating innovations in the field of emergency measures.

As a result of the report of the Goldenberg Royal Commission on Metropolitan Toronto (1965), the Department of Emergency Services in 1967 assumed responsibility for the operational control of ambulance services. In February 1975, Metro Council decided to establish a separate Department of Ambulance Services.

There is now increasing support for the unification of all ambulance services in Metro - private, provincial and Metropolitan - under a single public authority.

Provincial grants and subsidies cover a substantial portion of Metro's expenditures for ambulance services. In 1973, these transfer payments amounted to over 90 percent of costs.

FIRE PROTECTION

There are six fire departments in Metropolitan Toronto, one in each area municipality. Each reports to a committee of the area municipal council. Although they vary considerably in size, the fire departments all perform the same functions of fire fighting, fire prevention and inhalation services.

Area fire departments co-operate with each other in the performance of their fire fighting responsibilities. All have agreed to co-operate in answering border alarms, but practice varies in responding to calls deep inside another municipality. The Fire Department of the City of Toronto is the only one which charges for the use of its equipment in these cases.

In fire prevention, the fire departments work closely with the buildings department in their respective area municipalities. In most cases plans for buildings must be examined by both the fire and buildings department prior

to issuance of a building permit, and routine fire inspections are carried out in all commercial, industrial and multi-residential buildings. The fire departments also conduct fire prevention programs for the general public.

The training of fire fighters is conducted by each area municipal fire department. Training facilities vary from department to department and there is some shared use of these facilities among the six departments.

Fire department expenditures are financed from general municipal revenues. Between 1969 and 1973, the average per capita expenditure by area municipalities for fire departments increased by 25 percent. On the basis of spending per \$1,000 of taxable assessment, fire department expenditures increased 31 percent in the same period. However, fire department expenditures, as a percentage of total area municipal expenditures, were relatively stable during this period. Using each of these measurements, fire department expenditures are higher in three municipalities - Toronto, York and East York - than they are in the other three - Etobicoke, North York and Scarborough.

It has not been possible in this report to make firm judgments regarding variations in both the level of fire expenditures and the quality of service in the area municipalities. However, it is possible to state that because of the nature of construction in the City of Toronto, expenditures on fire are necessarily higher in the City than in the boroughs. It is also possible that the relatively higher expenditures in York and East York, reflect the lack of economies of scale.

In comparing fire expenditures of the City of Toronto with the three largest boroughs, two questions can be raised. Does the difference in expenditures between the City and the larger boroughs reflect inadequate service levels in these boroughs? On the other hand, does the difference indicate a higher level of expenditure than is necessary in the City? A more detailed investigation than has been possible for this report is required to resolve these questions.

While the borough fire chiefs do not favour amalgamation of the fire departments, the fire chief of the City of Toronto feels there should be a unified training program and communications network.

BUILDINGS DEPARTMENTS

The buildings department of the six area municipalities are responsible for enforcing and administering a variety of by-laws relating to the safety of buildings. When the new Ontario Building Code (based on the National Building Code) is proclaimed, all Ontario municipalities will operate under a uniform building code. However, the National Building Code of Canada (1965) is the foundation of the building by-laws used now by the six area municipalities in Metro.

Each of the buildings departments reports to a committee of council. Because they are concerned with general safety standards, they work closely with the area fire departments, which are concerned specifically with fire safety standards.

The primary responsibilities of buildings departments are plan examination and building inspection. Other responsibilities include inspection of signs, swimming pool fences and hazardous sites.

COMMUNICATIONS

A Metro-wide communications network supporting many of the safety services described in this report was instituted in 1957, using the central emergency number, EMpire 1-1111. Today the police force, fire departments, ambulance and emergency services, the Harbour Police and the Academy of Medicine all participate in this communications system. The communications centre for the emergency number is at Police Headquarters, and is under the authority of the Metro Toronto Police.

The Commissioner of the Department of Emergency Measures has been charged with reviewing the feasibility of a three digit 911 emergency number system as an alternative to the existing seven digit number. Regardless of the technical and operational merits of either system, essential political questions remain relating to the control of the communications network itself, relations among the various emergency services, service priorities and service jurisdictions.

I. INTRODUCTION

Phase I of the Commission's research program is designed to provide both the Commissioner and the public with an appreciation of Metropolitan Toronto and its government prior to the commencement of public hearings. This report is one of a series of background papers designed to fulfill that purpose.

The purpose of this report is to set out an inventory of selected aspects of public safety services and the protection and security of persons and property in Metropolitan Toronto and its constituent municipalities. The following topics are dealt with in separate chapters:

- * Policing
- * Emergency Measures and Ambulance Services
- * Fire Protection
- * Buildings Departments
- * Communications Support for Public Safety Services

Where the service dealt with is an upper or Metro level function (e.g., Police), there is a short comment on its historical development. Otherwise, each chapter follows a standard pattern: a description of the function, an analysis of organizational relationships, and a discussion of certain areas of concern associated with each particular function. Where appropriate, certain information on finance and statistical trends and comparisons is included.

The authors wish to emphasize that the purpose of this document is to provide a description of selected services which contribute to the safety of persons and property in Metropolitan Toronto. The areas of concern noted in each chapter are derived from the methodology of the research program rather than from an attempt to anticipate the detailed concerns that may be raised during the course of the Commission's work.

II. POLICING

When the Municipality of Metropolitan Toronto was created in 1953, policing was the separate responsibility of each of the 13 area municipalities. The reporting structure of the individual police departments differed somewhat, in that some reported to a board of police commissioners while others reported to the council of the area municipality. Policing standards, remuneration, recruiting practices and manpower per capita varied from one municipality to another. No single communication network linked the separate forces. Furthermore, such fragmentation contributed to difficulties in the areas of licensing and traffic control across Metro.

In September 1954, Metro Council established a Special Committee of Council to study and report on the advisability of unifying the police forces throughout Metropolitan Toronto. This Special Committee subsequently recommended unification, and its recommendation was accepted by the provincial government. On January 1st, 1957, the area municipality police departments were amalgamated into a single police force for all of Metro.

The basic organization of the Metropolitan Toronto Police has not changed fundamentally since 1957 even though it has grown to a strength of some 4,640 men and women, 3,760 of whom are constables. In addition, 220 members of the Auxiliary Police serve in Metropolitan Toronto, assisting permanent police force personnel in a variety of areas including parades, demonstrations, searches and disasters.

A. ORGANIZATIONAL RELATIONSHIPS

Policing is different from other safety services examined in this report in that the Metropolitan Toronto Police Force does not report to an elected council.

The Chief of Police, who heads the force, reports to the Board of Commissioners of Police. The Board is responsible for setting policy, whereas the force is responsible for executing that policy.

1. The Board of Commissioners of Police

The composition of the Board of Commissioners of Police

is delineated in The Municipality of Metropolitan Toronto Act, which provides for five members, two to be appointed by Metro and three by the Province of Ontario. The Metropolitan appointees consist of the Chairman of the Council and one other council member. Two of the three provincial appointees are judges--one from the county court of the Judicial District of York and one a provincial judge under the Provincial Courts Act--and the third is usually a private citizen, as the position is not open to county judges, provincial judges, nor to Metropolitan Council members.*

The responsibilities of the Metropolitan Board of Commissioners of Police are contained in the Police Act. Essentially the Board is "responsible for the policing and maintenance of law and order in the municipality..." which it carries out by directing the Metropolitan Toronto Police Force.

As do all other boards of police commissioners in Ontario, the Metropolitan Toronto Board reports to the Ontario Police Commission, which is in turn responsible to the provincial Solicitor General.

As has been noted, the core function of the Board of Commissioners is to set policy which the police force is responsible for executing. This includes:

- * enacting by-laws and regulations governing the police force for prevention of neglect, abuse or inefficiencies in duties;
- * enacting and regulating by-laws for the Metropolitan Toronto Auxiliary Police Force;
- * considering and approving budgets;
- * initiating investigations of citizens' complaints;
- * reviewing police force organization;
- * reviewing reports of improprieties in establishments licensed by the Liquor License Board and the Metropolitan Licensing Commission;

* The provincial appointments are made by the Lieutenant Governor in Council. The second appointee from Metro Council is selected by the Council.

- * approving sites and plans for the construction of new police stations; and
- * approving rewards for information leading to the arrest of criminals.

The Police Act states that the Chairman of the Board is to be chosen by an election within the Commission; the current chairman is His Honour Judge Charles O. Bick*. In addition to chairing the Board's meetings, his duties include the following:

- * representing the Board on the committee of the Ontario Police Commission dealing with training for police officers;
- * representing the Board as a member of the Police Governing Authorities of the province;
- * conferring on behalf of the Board with senior government, municipal and other officials on matters of federal and provincial statutes and municipal by-laws;
- * collaborating with the Chief of Police and his Deputy in the development and maintenance of organization and administrative policies;
- * discussing day-to-day problems of the force with the Chief of Police; and
- * presenting the Estimates of the Police Commission to the Metropolitan Toronto Executive Committee upon approval by the Board.

2. The Police Force

The Metropolitan Toronto Police Force is headed by the Chief of Police, who is directly responsible to the Board of Commissioners of Police. His duties are delineated in the Rules and Regulations of the Metropolitan Police as follows:

* His Honour Judge Bick was the first Chairman and was appointed by Order in Council.

The Chief of Police shall, subject to the orders of the Board, have the general government of the Force and be responsible for its administration and direction.

The Chief of Police maintains formal liaison with police chiefs of neighbouring areas through the Ontario Association of Police Chiefs. The province consists of police zones and police chiefs of these zones meet regularly in zone conferences to discuss operations and management problems of mutual interest. The Metro Police Chief also meets informally with other chiefs, as and when the need arises. For example, problems in the use of the communications network are often resolved in this way.

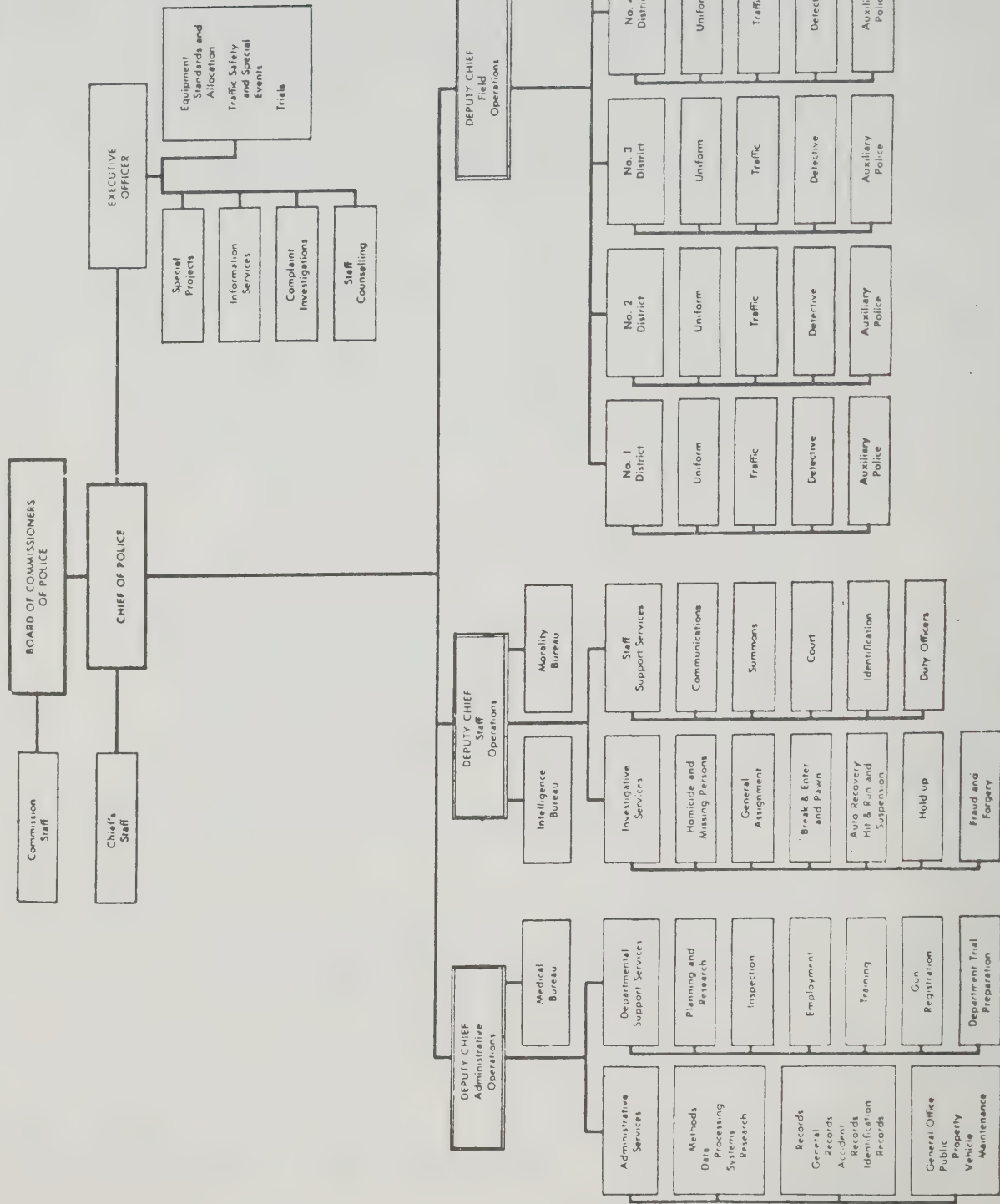
The Emergency Communications Network provides the principal operational interaction of the police force itself with other safety agencies. This network (described in more detail in Chapter VI of the report) is under the Operations Section of the force as noted in Exhibit II-1. Through the network, police from neighbouring municipal jurisdictions are often called for assistance; in turn, other police can switch into the Metro Police Network for similar aid.

B. DETAILS OF FUNCTION

As is clear from Exhibit II-1, the Metropolitan Toronto Police Force is a large and complex organization. It is divided into four sections - Executive, Administrative Operations, Staff Operations, and Field Operations - each with its own Deputy Chief reporting to the Chief of Police. Because not all segments of each section relate specifically to provision of safety services in Metro Toronto, only those aspects most relevant to the scope of this report are described in detail here.

1. Executive Section

The Chief of Police has, on his personal staff, an Executive Officer who supervises the operations of Information Services, Staff Counselling and various other duties as shown in Exhibit II-1. Of particular concern here is the Executive Officer's responsibilities for Traffic Safety and Special Events.



The Traffic Safety Bureau conducts traffic safety programs for the general public, safety training programs for elementary school children, and, in conjunction with Radio Station CFRB and the Ontario Safety League, the Pro Drivers Program. The Bureau also surveys all school crossing guard locations in Metro Toronto and manages the School Safety Patrol Program.

The Bureau's other responsibilities include the preparation of various safety messages which are aired on the various radio stations. Some of these messages are relayed in languages other than English in order to provide communication with Metro's diverse ethnic population.

Special Events personnel protect visiting dignitaries and coordinate police efforts in supervising parades and other similar events. In the case of visiting dignitaries from other countries, Special Events personnel cooperate with the Royal Canadian Mounted Police (RCMP).

2. Field Operations

Field Operations is the largest section of the police force, having over 75% of the force's personnel assigned to its command, and is organized into five police districts and the Field Support Services group.

a. District Organization

Metropolitan Toronto's five police districts comprise four units: Uniform, Traffic, Detective and Auxiliary.* The most visible are Uniform Units assigned to preventive and investigative duties; these are the men and women of the force with whom the public deals most often. Duties and responsibilities of other District Units are as follows:

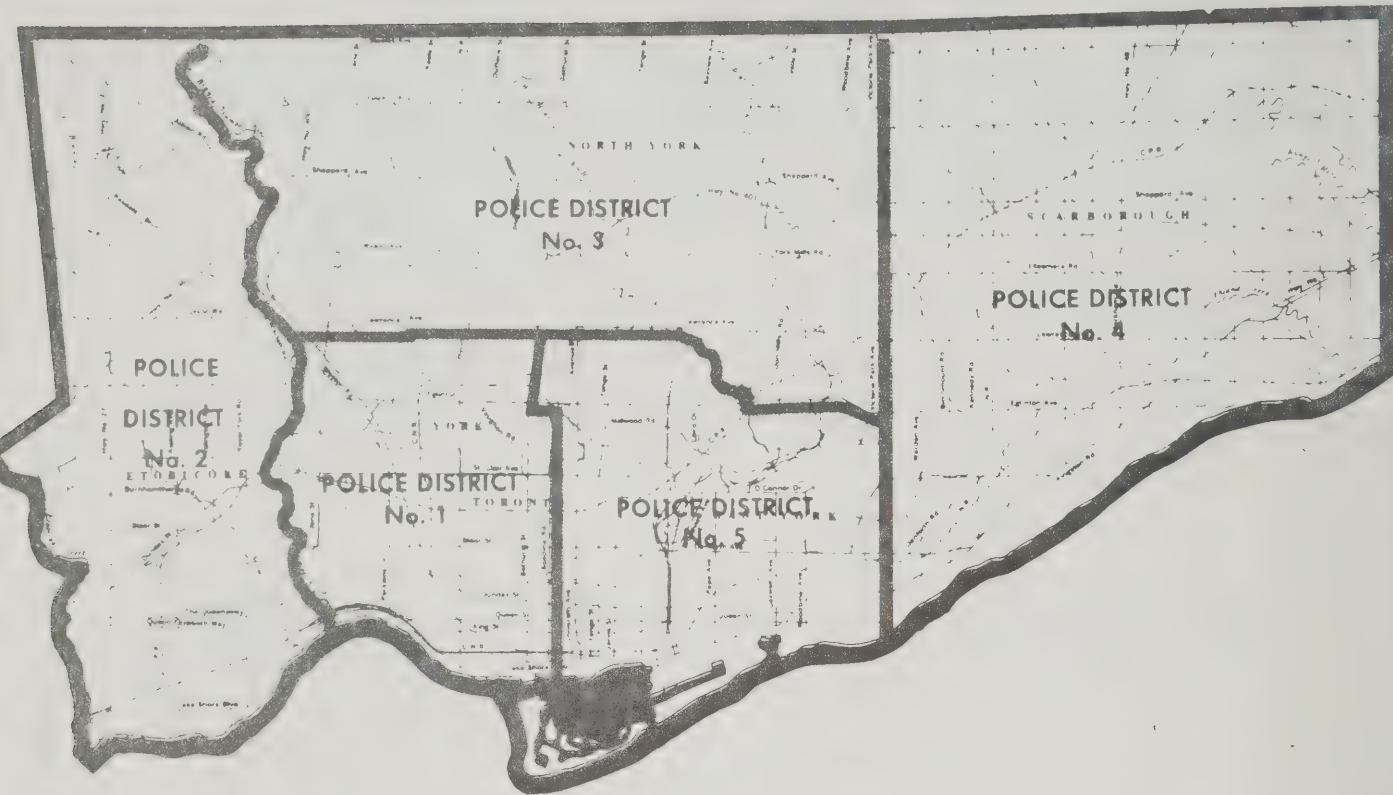
District Traffic Unit personnel are specifically committed to ensuring the safe movement of the public on roads and highways. Their role is not only to facilitate safe traffic movement, but also to enforce traffic laws and to investigate traffic violations and accidents.

District Detective personnel are responsible for the investigation of all criminal offences within their assigned area. They prepare reports on offences,

* The population and area contained in the five Metropolitan Toronto Police Districts are shown in Exhibit II-2.

POLICE DISTRICTS IN METROPOLITAN TORONTO

EXHIBIT II-2



	<u>Approximate Population</u>	<u>Area Sq. Miles</u>
No. 1 District	550,000	26.9
No. 2 District	290,000	47.9
No. 3 District	400,000	64.8
No. 4 District	360,000	70.0
No. 5 District	510,000	31.4

SOURCE: Metropolitan Toronto Police Planning and Research Bureau.

subpoenas for witnesses, and confidential reports for the Crown Attorney. They are responsible also for the recovery of lost and stolen property, the execution of warrants of arrest, the investigation of all sudden deaths and the investigation of missing persons. Detectives cooperate with uniformed personnel and other law enforcement agencies as the need arises.

Auxiliary Police personnel, a volunteer group, work evenings, weekends and holidays on patrol and on crowd and traffic control. The Auxiliary Police Force was formed in 1955 as part of the Civil Defense Organization and was integrated with the Metropolitan Toronto Police Force in 1962. While operational control over the Auxiliary Police Force is exercised by the Metropolitan Police, funds for the maintenance of the Force are the responsibility of Emergency Measures Department of Metro. The Unit is essentially a reserve supply of trained Police Officers with the same rank and structure as the permanent force, although auxiliary officers are unarmed.

b. Field Support Services

Field Support Services is not organized into district jurisdictions, as the group provides services for all districts. The main units are the Emergency Task Force, Women's & Youth Bureau, Mounted Unit, Marine Unit and the Community Services Unit. Specific services of interest are delineated below.

The Emergency Task Force provides riot and crowd control as well as bomb disposal services. The unit is also deployed during the stay of visiting dignitaries, or to supervise parades and other large public functions.

The purpose of the Women's and Youth Bureau is the prevention of crimes by juveniles. As part of its crime prevention activities, the Bureau assists social agencies in the Metro area in their remedial activities for children.

Once separate units within the force, the Women's Bureau and the Youth Bureau were combined in 1965 for reasons of efficiency. Historically, the Women's Bureau was that particular department of the police which directed and managed police women. Additionally, the Youth Bureau, formed in 1959, was staffed largely by police women. With changing times, however, police women became an

integral part of the regular police structure but, they continued to work extensively with the Youth Bureau. It therefore became expedient to combine the two groups.

The Mounted Unit patrols parks, residential and downtown areas and the Toronto City Hall area. This unit is present at parades, demonstrations and strikes and is responsible for escorting dignitaries. The training given to the Mounted Unit is in conjunction with that of the Emergency Task Force in riot and crowd control.

Despite its inclusion in the organizational chart found in Exhibit II-1, the Marine Unit is not currently in existence. If and when established, the unit is expected to work closely with units of the Toronto Harbour Commission in policing the harbour area of Metro Toronto.*

Not yet incorporated into the organizational chart is the recently instituted Community Services Unit. Falling under the jurisdiction of Field Support Services, the Community Services Unit coordinates a variety of experimental programs, including two specifically relevant here - Community Service Offices and Crime Prevention Bureaus.

The primary function of the Community Service Office is to establish communication and cooperation between the community and the Police. This unit deals with specific segments of the population where potential crime problems may exist. The Community Service Officer establishes a communicative relationship so that potential problems are identified

* Policing in and around Toronto's harbourfront area is primarily the responsibility of the Toronto Harbour Commission, although Division 52 of the Metro force has one boat which patrols Toronto Island and such rivers as the Humber. The Toronto Harbour Commission has two forces under its jurisdiction, the Harbour Police and the Port Police. The Harbour Police, funded primarily by the City of Toronto but partially through revenues from harbour operations, enforces small craft regulations and performs related police duties in the harbour area, including prevention of loss of life and damage to property, maintenance of patrols and tower watches, and supervision of lifeguards on duty at municipal beaches, outdoor swimming pools, Toronto Islands, and various other stations. The Port Police, funded entirely from operations of the port, is responsible for security and crime prevention in the dock area. Homicides in the dock area, however, are investigated by the Metro Police force.

before they become severe. This effort is facilitated through work with drop-in centres, youth organizations and sports centres. The aim is for the Police to become an integral part of society.

The Crime Prevention Program was established in 1971. Each station in Metropolitan Toronto selected a police officer to work exclusively on the program. The objective is to contact local residents, schools, community associations, church and business groups and explain to them matters related to everyday crime prevention. "Home Protection", "Baby Sitting", and "Lock Your Car" are some of the specific programs currently being promoted. More specifically, if an area has a high incidence of a crime of a particular type, the public in that area is informed of proper protective measures that should be taken.

In order to release police officers for more policing work, Parking Control Officers were introduced to the Force in May 1964. Fines resulting from tickets issued by these officers are collected by the province and subsequently are passed to the Metro Treasury as revenue.

C. FINANCE

In 1957, the year that policing became a Métro function, police expenditures were \$12.3 million, the largest item of Metro general expenditures for that year. Since that time, expenditures for police have increased steadily and in 1973 amounted to \$76.7 million, the second largest expenditure item in Metro.

Table II-1 shows police expenditures in 1969 and 1973. During this interval expenditures rose nearly \$34 million, an increase of 78 per cent over 1969 expenditures. Per capita expenditures increased almost \$14.00, or 61 per cent. Table II-1 also indicates that as a percentage of total Metro expenditures, expenditures for police grew from 9.4 per cent in 1969 to 12.7 per cent in 1973.

Provincial government grants for police purposes were introduced in the early 1970's. The amount provided is added to the municipal unconditional per capita grant and it too is related to population. In 1973, the grant for police was \$5.00 per capita and covered approximately 13.5 per cent of police expenditures in Metro

MUNICIPALITY OF METROPOLITAN TORONTO
POLICE DEPARTMENT EXPENDITURES FOR 1969 AND 1973

TABLE II-1

<u>Year</u>	<u>Population</u>	<u>Police Department Gross Expenditures</u>	<u>Per Capita Police Department Gross Expenditures</u>	<u>Gross Expenditure as % of Total Metro Expenditures</u>
1969	1,906,041	\$ 43,046,709	\$ 22.58	9.45
1973	2,115,318	\$ 76,736,296	\$ 36.27	12.65

12.

SOURCE: The Municipality of Metropolitan Toronto Estimates (Actuals)

A further law enforcement source of revenue is that of parking and court fines. Such payments made by the public are collected by the province and returned monthly to the Metro Treasury. In 1969 and 1973, revenues from these sources were \$3.8 million and \$5.0 million respectively.

D. AREAS OF CONCERN

The major structural change in policing occurred in 1957 when the area municipality police forces were unified into a single Metropolitan Police Force. At the time of the Goldenberg Royal Commission on Metropolitan Toronto (1965), the only concern articulated about the police force - and this was not a major one - was that the force was too centralized. It was clear in 1965 and is still clear ten years later that unification of the police forces has improved the police's capacity to deal with traffic problems and area-wide criminal activities. Nevertheless, concern has often been expressed by members of Metro Council, particularly the late Metro Chairman Albert Campbell, that a unified police force has reduced the contact between the force and the citizenry.

From time to time concerns have been expressed about the composition of the Board of Police Commissioners, such as whether or not lower court judges should be permitted to sit on the Commission. More recently, municipal politicians and the press have suggested that there should be greater political representation on the Board so that the police would be more directly responsible to elected representatives and therefore to the people. While this did not emerge as a major issue during interviews with the Chief of Police and the Chairman of the Board of Police Commissioners, both individuals noted that police chiefs in the United States were subject to political appointment, a situation they felt has resulted in political interference and corruption.

No concern was expressed during interviews with police officials about the method whereby the force obtains its annual appropriation; they appeared satisfied with the procedures by which the Chairman of the Metro Police Commission, upon approval by the Commission, submits the police budget to Metro Council for approval. It should be noted that in the event Metro Council should not approve the budget, the Police Act provides for the Ontario Police Commission to act as arbitrator between the force

and the Council. Police officials note that this has never happened, but certain elected officials have nevertheless indicated recently that there should be a greater challenge to the police in their requests for funds.

The major area of concern, however, is not with organizational matters but is rather with the subject of crime trends in Metropolitan Toronto. "Is Toronto a safe city?" is a question frequently asked and difficult to answer. Before such a question can even be addressed, it is imperative to establish a perspective on public safety.

E. STATISTICAL TRENDS AND COMPARISONS: A PERSPECTIVE ON PUBLIC SAFETY

In addressing the question "Is Toronto a safe city?" it is first necessary to ask, "Compared to what? Its own past? Other cities?" Historical comparisons are relatively easy to make, but if Toronto is to be compared to other cities, then those cities should have a population, environment, and social structure corresponding to that of Toronto.

Impressions that Toronto is more or less safe than it was, say, a quarter of a century or even a year or two ago are purely subjective judgements - and commonly held. There are many pitfalls in such judgements, arising for the most part from the difficulty of matching statistics with the status of safety at a specific time in a specific city.

Crime statistics do not necessarily reflect the status of safety, but they surely influence popular and professional judgements. And yet there are at least three reasons why such judgements must be made most carefully: the category into which a particular criminal act falls may vary from time to time, from city to city or even from policeman to policeman: a portion of every increase in reported crime is likely the result of increased and more efficient policing, and some of the increase may result from better methods of statistical reporting and analysis. The point being emphasized here is that crime statistics must be used with caution.

1. Trends

Table II-2 is a tabulation of occurrences of certain of

MORE COMMONLY REPORTED CRIMINAL
OFFENCES IN METROPOLITAN TORONTO AREA, 1969 TO 1973

TABLE II-2

	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Rape	80	78	92	118	151
Assault (Not indecent)	5,631	6,513	7,442	7,236	7,440
Robbery	1,296	1,288	1,328	1,548	1,593
Breaking & Entering	13,795	14,380	14,613	14,004	12,440
Motor Vehicle Theft	7,818	7,875	7,780	7,887	6,987
Thefts	45,290	54,036	57,554	57,496	52,313
Offensive Weapons	711	944	1,184	1,238	1,518

SOURCE: Crime Statistics 85-205: Statistics Canada.

the more commonly reported criminal offences in the Metropolitan Toronto area during the years 1969 through 1973 (the last year for which complete figures are available). With the exception of three categories - breaking and entering and the two categories of theft - commonly reported crimes have been on the increase in Toronto since 1969.

Murder remains a relatively uncommon crime in Metropolitan Toronto and has therefore been excluded from the table. Because it is the most dramatic of all offences, however, it is worth noting that the number of murders in Toronto increased from 19 in 1969 to 45 in 1973. The increase in attempted murders in the same period was of a similar scale - 7 in 1969 and 34 in 1973.

Traffic offences provide another source of statistical information bearing on the safety of a city. Exhibit II-3 shows some of the motor vehicle offences which occurred in Metropolitan Toronto in the years 1969 through 1973. There was an increase in each category, although the rate of increase differed among categories. It could be argued that the rise in traffic offences is commensurate with the general increase in traffic, but a correlation with, say, the increase in vehicle miles driven in the years shown is beyond the scope of this study.

The Toronto Transit crime statistics for 1974, shown in Table II-3, are a further source of data. Unfortunately, no comparison with previous years can be made because figures are not available prior to 1974. Table II-3 shows that of the incidents of crime on the system in 1974, vandalism was by far the most common.

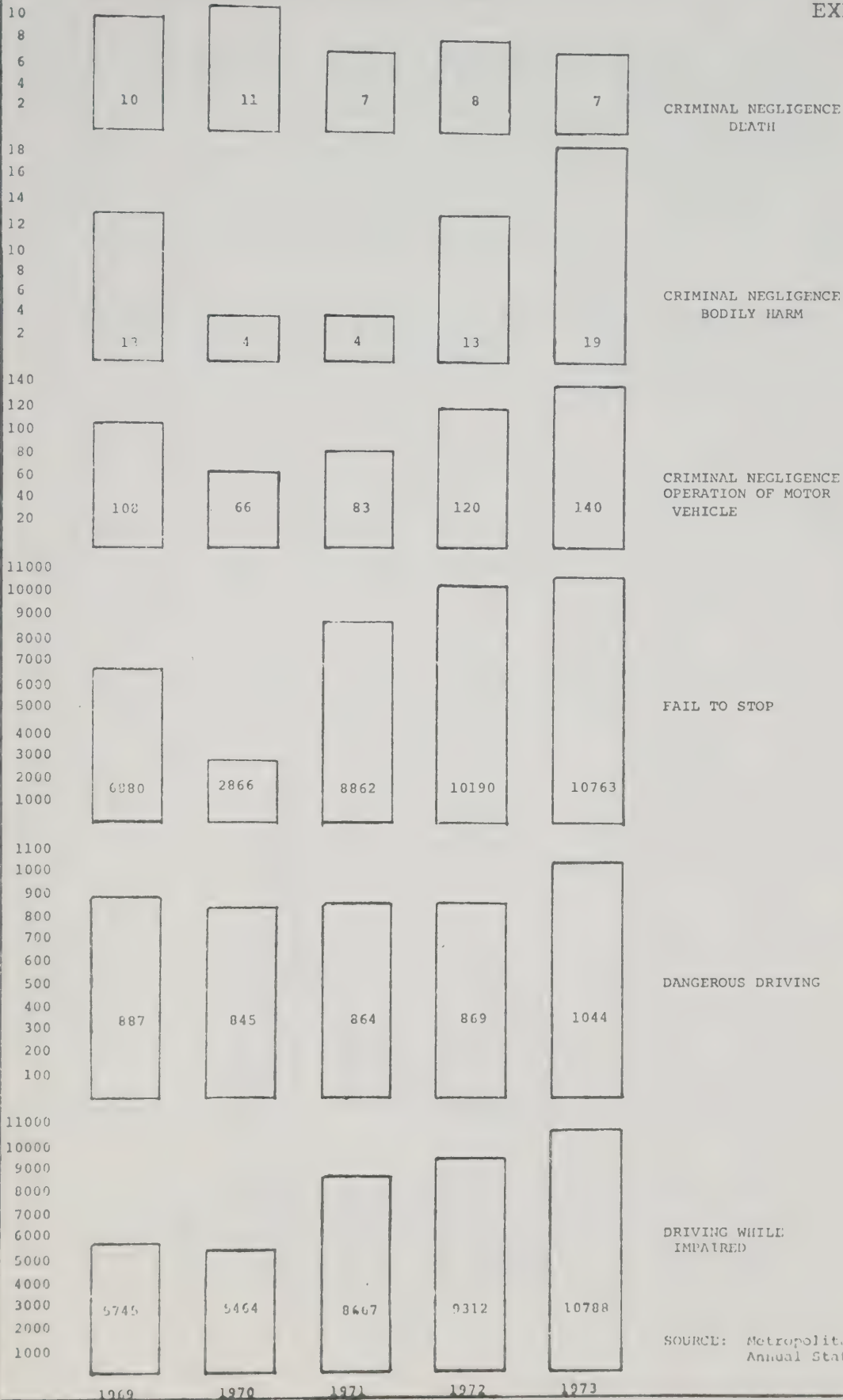
There is little doubt in the eyes of the senior law enforcement personnel in Metro that safety is gradually being eroded. Police officials interviewed contend that in the period when population doubled to its present size, overall crime increased by some 400 per cent. It is predicted by police officials that these trends will continue.

2. Comparisons

Statistical comparisons of the incidence of crime are difficult to draw. For purposes of this study, attempts were made to compare Toronto with certain cities in the United States, but certain limitations inherent in the data itself made useful comparisons impossible. Meaningful

MOTOR VEHICLE OFFENCES IN METROPOLITAN TORONTO

EXHIBIT II-3



SOURCE: Metropolitan Toronto Police, Annual Statistical Reports.

CRIME STATISTICS
T.T.C. SYSTEM - 1974

TABLE II-3

	<u>Surface</u>	<u>Subway</u>	<u>Total</u>
Robbery of Employees	4	6	10
Theft from Employees	35	-	35
Assault on Employees	47	29	76
Theft from Passengers	47	90	137
Assaults on Passengers	42	54	96
Disorderly Conduct (Rowdyism, Interference with Equipment, obstructing passengers)	76	189	265
Vandalism	<u>1,175</u>	<u>900</u>	<u>2,075</u>
	1,426	1,268	2,694

18.

SOURCE: The Toronto Transit Commission Report No. 22, February 1975.

Canadian comparisons are difficult to make for several reasons, not the least of which are the scarcity of urban centres of comparable size and certain recent changes in the format of Statistics Canada Publication 85-205, Crime Statistics. The new format, introduced in 1972, omits inter-urban comparisons of offences. Given such limitations, therefore, only two tables of data are presented here for comparative purposes, and the need for care in interpretation is again noted.

Table II-4 has been prepared from Statistics Canada information to show certain historical data for the city of Montreal for the years 1969 through 1973. As with the data on Metropolitan Toronto, the data for Montreal is relatively inconclusive.

Table II-5 allows inter-urban comparisons for the same seven offence categories for the year 1971, the last year such data was compiled in this fashion by Statistics Canada. Again, the data is inconclusive, but the table does show that the rate of specific offences in Toronto was lower than the Canadian average in four of the seven categories.

Table II-5 suffers from several obvious weaknesses in the choice of cities listed. While Montreal is comparable in size, it has a very different history and structure of municipal government. Vancouver, on the other hand, is much smaller than Toronto, and is a west coast port with a higher number of drug-related crimes. Nevertheless, if further comparative studies are deemed desirable, Montreal and Vancouver are the only Canadian centres large enough to be considered comparable to Toronto.

While the statistical data is limited, police officials stressed during interviews that there are differences between Canadian and U.S. societies which are major factors in rendering Toronto safer than American cities. They pointed out that American history began with a revolution and continued with a tradition of violence, in contrast to the Canadian situation. Whether there is, in fact, a greater disposition to violence among Americans than among Canadians is, of course, a subjective judgement.

Police officials also noted that police chiefs and judges in the United States are often subject to political appointment and removal and that some state judges are

MORE COMMONLY REPORTED CRIMINAL OFFENCES
IN METROPOLITAN MONTREAL AREA, 1969 TO 1973

TABLE II-4

	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>
Rape	92	86	89	154	155
Assault (Not indecent)	6,115	5,281	5,580	6,401	5,907
Robbery	3,333	3,756	3,144	2,875	3,515
Breaking & Entering	22,786	23,406	23,736	24,922	28,346
Motor Vehicle Theft	10,635	9,422	8,341	8,796	9,016
Thefts	34,783	36,544	38,114	37,565	41,239
Offensive Weapons	458	454	469	445	380

SOURCE: Crime Statistics 85-205: Statistics Canada.

NUMBER OF ACTUAL OFFENCES (RATES PER 100,000 OF
POPULATION) IN CANADA AND IN MONTREAL, TORONTO, VANCOUVER
METROPOLITAN AREAS, 1971

TABLE II-5

Offence	Canada	Montreal	Toronto	Vancouver
Rape	1,230 (5.7)	89 (3.8)	92 (4.5)	135 (16.0)
Assaults (Not indecent)	83,015 (382.0)	5,580 (239.3)	7,442 (363.0)	4,333 (512.4)
Robbery	11,239 (51.7)	3,144 (134.8)	1,328 (64.8)	1,299 (153.6)
Breaking & Entering	188,462 (867.3)	23,736 (1017.9)	14 613 (712.7)	15 491 (1832.0)
Motor Vehicle Theft	65,887 (303.2)	8,341 (357.7)	7,780 (379.5)	5,400 (638.6)
Thefts	466,496 (2146.2)	38,114 (1634.5)	57,554 (1807.2)	33,232 (3930.2)
Offensive Weapons	6,738 (31.2)	469 (20.1)	1,184 (57.7)	380 (44.9)

SOURCE: Crime Statistics 81-205: Statistics Canada.

subject to direct election. This, too, is in contrast to the situation in Canada. It was stated that freedom from constant political pressures favours both the police and judicial system in Canada. They believe that the people of Canada have a more cooperative attitude towards their police forces than people do in the United States. It was further noted that there is one criminal code for all of Canada rather than a large number of separate municipal, state and federal laws which have to be enforced.

In summary, despite their belief in the deterioration of safety in Toronto, police officials maintain that compared with other centres, Toronto is a safer city.

III. EMERGENCY MEASURES AND AMBULANCE SERVICES

On February 11, 1975, a decision of Metro Council separated ambulance services from the Department of Emergency Services and created a Department of Ambulance Services. The material in this chapter of the report reflects that decision.

A. EMERGENCY MEASURES

The Department of Emergency Measures is one of the smaller departments within the Municipality of Metropolitan Toronto. With the removal of ambulance services, it has a staff complement of 37.

The Department has two main objectives:

- * emergency planning and coordination of services and agencies in crisis situations; and
- * investigation of innovations in the field of emergency measures, particularly with respect to the development of a centralized emergency-measure responsibility for Metro encompassing all emergency services.

1. Organizational Relationships

The Department of Emergency Measures reports to the Executive Committee of Metro Council. However, its activities reflect directives issued by both the Ontario Ministry of the Solicitor General, which has the responsibility for emergency measures at the provincial level, and the federal Department of National Defence.

An essential aspect of the operation of this Department is its continuous liaison with non-governmental bodies such as Red Cross, the Salvation Army, and St. John Ambulance. Cooperation with the area municipalities is also important since they have either full or shared responsibility for several vital emergency services, such as fire protection, distribution of electric power, road construction and maintenance, traffic control, water supply, pollution control, and health.

2. Details of Function

The Department of Emergency Measures is divided into four functional areas: General Administration, Training and Public Information, Emergency Planning, and Public Safety. Of the four, the last two areas impact on public safety services the most.

The Emergency Planning Group has prepared directives which define the roles and responsibilities of all municipal departments and supporting agencies in the case of a major emergency in Metro. Emergency plans are periodically reviewed to ensure that they are applicable to current conditions and available resources. Detailed plans exist dealing with the steps to be taken in cases of specific disasters such as floods, fires, hurricanes, plane crashes and pollution-related accidents.

The Public Safety group conducts research and feasibility studies on the development of centralized emergency response capabilities for all Metro emergency services. Of immediate concern is the development of a common emergency telephone number which is to be used throughout Metro (a matter dealt with more fully in Chapter VI).

B. AMBULANCE SERVICES

Ambulance Services provides transportation and emergency patient care to the people of Metropolitan Toronto. Ambulance personnel are trained and the vehicles are equipped to carry out these functions.

In 1965, the Goldenberg Royal Commission on Metropolitan Toronto reviewed ambulance services in the Metropolitan region. In its report, the Commission concluded that "the service is of too vital a concern to the citizens to be left in the hands of private ambulance operations." The report recommended the establishment of a Metro-wide public ambulance service and expressed the conviction that a central dispatch system was an "immediate necessity."

Accordingly, in 1966, the Ambulance Services Act was passed, giving the Metropolitan Council full responsibility for ambulance services in the Metropolitan Toronto area. On January 1st, 1967, the Department of Emergency Services assumed responsibility for the dispatching of

all ambulances in the Metropolitan area. It should be noted that while the majority of ambulance services were government-owned and operated, there were a number of private ambulance operators who participated in the service.

On July 1st, 1968, ambulance services became an insured service, and thus eligible for payments from the Ontario Hospital Services Commission. At the same time, the provincial government assumed direct financial control over private ambulance operators. Upon approval of a private operation's annual budget, the Ministry of Health would grant the funds necessary to cover the private operator's expenses. In addition a formula was applied by the Ministry to permit a profit for the private operators.

All ambulance services in Metro are dispatched by one central dispatching facility located in the headquarters of the Department of Emergency Measures at Davisville and Yonge Streets. Operated by the Communications Division of the Department, this central facility was established in 1966 for the Department of Emergency Services ambulance dispatch and control purposes. The majority of emergency ambulance calls are relayed to this dispatching centre via the Communications Centre of the Metropolitan Police which answers the EM-1-1111 number (the communications network is discussed in Chapter VI).

Seven groups of ambulance services or concerns, ranging in size from 1 to 28 vehicles, provide ambulance service in Metropolitan Toronto. Details of these seven service groups are given in Table III-1. The Ambulance Division of the Department of Emergency Services handled 50 per cent of all the calls for ambulance services in 1973, the five private ambulance services handled 25 per cent of the calls, and the remaining 25 per cent was handled by the Ministry of Health. The Ministry of Health also provides services outside the Metro area, particularly for long distance transfer calls; all but one of the private services also handles calls outside Metro boundaries.

1. Organizational Relationships

In February 1975 a decision of Metro Council separated ambulance services from the Department of Emergency Services and established the Department of Ambulance Services.

AMBULANCE SERVICES AND VEHICLE STRENGTHS,
METROPOLITAN TORONTO, NOVEMBER 1974

TABLE III-1

<u>Service</u>	<u>Number of Vehicles</u>
Department of Ambulance Services of Metropolitan Toronto *	28
Watson Ambulance Service	1
Hallowell Ambulance Service	5
Metro-Locke Ambulance Service	5
Kane Ambulance Service	3
York Ambulance Service	15
Ogden's Ambulance Service	4
	<u>61</u>
	TOTAL

* Formerly The Ambulance Division of the
Department of Emergency Services

SOURCE: "Unified Operational Control of Metro's Ambulances,"
November 1974.
A report by Stevenson & Kellogg.

The Department of Ambulance Services will report to the Social Services Committee of Metropolitan Council. Until an appointed Director of Ambulance Services assumes the position, however, the Department is responsible to the Executive Director in the office of the Metropolitan Toronto Chairman.

Relations with other emergency services in Metro are maintained daily at the operating level. Often, for example, either fire and ambulance or ambulance and police personnel will be called to the same site. Cooperation in such instances seems to be the rule. Formal meetings are held occasionally with personnel of the various emergency services to discuss methods for improving coordination.

Recently, the question of ambulance services has come again under close scrutiny. Metro Council has approved, in principle, the recommendation made by Woods, Gordon & Company, that there was a need to bring the private ambulances, the ambulances operated by the Ministry of Health in Metro, and those ambulances operated directly by Metro under unified control. The Ministry of Health asked a consulting firm, Stevenson & Kellogg, to undertake an implementation study with a view to unification of ambulance services in Metro. The resulting report and recommendations were approved by both Metro Council and the Ministry of Health.

The possibility of the amalgamation of all ambulance services in Metro, both public and private, under a single public authority appears to be a reality.

2. Details of Function

Although all calls for ambulance services are answered, not all are for emergencies in the sense that some threat to life is involved. Of the 114,373 calls to which the Department responded in 1973, some 59,962 were classified as non-emergencies. The largest proportion of these - 45,264 - were simply calls requiring the transfer of patients from one facility to another.

Time is of course the critical element in ambulance services. Ambulance personnel speak of three kinds of time in interviews about their service. Dispatch time is the time that elapses between the moment a call is received and the moment an ambulance is directed to the scene. Response time is the time between receipt of the call and arrival of the ambulance on the scene. Vehicle service time is the time an ambulance spends in answering a call from the moment of dispatch to the moment of becoming available for another call.

Dispatching an ambulance involves three steps: answering the call, identifying the location, and dispatching the nearest available vehicle. Metropolitan Toronto is divided into three sectors or zones for purposes of ambulance dispatch: Central (Downtown) Core; Eastern Sector and Western Sector. The average dispatch time of an ambulance is three minutes, while the average response time is 9½ minutes. Approximately 50 per cent of all emergency ambulance calls originate in the Central Core.

Another vital aspect of the ambulance service is obviously the people involved in providing the services. The Metropolitan Licensing Commission By-law sets the basic qualifications required for an ambulance driver-attendant, and each recruit passes through an extensive para-medical program of 160 hours. Also, there are in-service training programs on related subjects as well as continuous updating of skills and techniques. New dispatchers are given a 70-hour communications program covering concepts of mobilization, public relations, radio and telephone procedures, and radio theory.

3. Finance

Table III-2 shows Metro expenditure patterns for ambulance services for the years 1969 and 1973. Provincial grants and subsidies for ambulance services are substantial, comprising over 90 percent of expenditures for ambulance services made by Metro in 1973. Provincial assistance indicates a recognition that ambulance services are an important part of any overall safety and health-care program.

C. AREAS OF CONCERN

The major areas of concern are more in the ambulance area

MUNICIPALITY OF METROPOLITAN TORONTO
EXPENDITURES FOR AMBULANCE SERVICES, 1969 AND 1973

TABLE III-2

<u>Year</u>	<u>Gross</u>	<u>Prov. Grants & Subsidies</u>	<u>Other Recoveries</u>	<u>Net Expenditure Borne by Ratepayers</u>
1969	\$1,793,072	\$1,754,900	\$ 7,425	\$ 30,747
1973	\$3,252,560	\$2,965,570	\$ 6,328	\$280,662

SOURCE: Treasury Department, The Municipality of Metropolitan Toronto.

than with emergency services per se. Ambulance services have attracted considerable attention and study recently and to a large extent steps have been taken towards resolution of the problems identified.

In July of last year, Metropolitan Council approved in principle a report recommending the unified control of all ambulance operations, including private ambulance services. The implementation of unified control of all ambulance services and the move towards new leadership are expected to reduce many problems traditionally associated with ambulance services.

The effects of the creation of a separate Department of Ambulance Services and the move to unification await assessment at some future date. It is clear, however, that concrete efforts are being made to update and improve ambulance services in Metro.

A final area of concern and one common to all safety agencies in Metro is the question of the use of the emergency number. This is under review at present and is discussed more fully in Chapter VI.

IV. FIRE PROTECTION

There are six fire departments in Metropolitan Toronto, one in each area municipality. Their functions are identical: fire prevention and fire fighting. Two key activities support these major functions: communications and training.*

In 1973 there were 67 fire stations in Metropolitan Toronto and a total complement of 2,866 personnel (see Table IV-1). The largest fire department was that of the City of Toronto, which had 40% of the fire stations and 46% of the fire personnel. The smallest department was that of East York, which had 4% of the stations and 5% of the manpower.

In 1973 the six fire departments answered a total of 36,244 alarms and 6,528 inhalator calls (Table IV-2). The City of Toronto received 45% of the fire alarms and 52% of the inhalator calls. In contrast, the East York fire department responded to approximately 5% of both the alarms and the inhalator calls.

A. ORGANIZATIONAL RELATIONSHIPS

The fire department of each of the area municipalities reports to a committee of council, but the nature of that committee varies greatly from municipality to municipality, as can be seen from the following list of reporting relationships:

- * Toronto: Urban Renewal, Housing, Fire and Legislation Committee;
- * East York: Personnel and Fire Committee;
- * Etobicoke: Building and Property Committee (including Fire)
- * North York: General Committee;
- * Scarborough: Development, Fire and Legislation Committee;
- * York: Legislation and Property Committee.

* The six fire departments in Metro include the inhalation service as part of their fire fighting program.

FIRE STATIONS AND MANPOWER BY
AREA MUNICIPALITY, 1973

TABLE IV-i

	TOTALS			PERCENTAGES		
	<u>Number of Stations</u>	<u>Manpower</u>	<u>Population</u>	<u>Number of Stations</u>	<u>Manpower</u>	<u>Population</u>
Toronto	27	1,321	676,363	40	46	32
East York	3	146	105,340	4	5	5
Etobicoke	10	336	286,106	15	12	14
North York	11	518	527,564	16	18	25
Scarborough	12	356	362,005	18	12	17
York	<u>4</u>	<u>189</u>	<u>142,297</u>	6	7	7
TOTAL	67	2,866	2,099,675			

NOTE: Percentages may not add to 100 because of rounding.

SOURCE: 1973 Annual Reports of Fire Departments
Population figures are from The Municipality of Metropolitan
Toronto Estimates (Actuals).

FIRE ALARMS AND INHALATION CALLS
BY AREA MUNICIPALITY, 1973

TABLE IV-2

	TOTALS			PERCENTAGES		
	<u>Total No. of Alarms</u>	<u>Inhalation Calls</u>	<u>Population</u>	<u>Total No. of Alarms</u>	<u>Inhalation Calls</u>	<u>Population</u>
Toronto	16,150	3,425	676,363	45	52	32
East York	1,753	307	105,340	5	5	5
Etobicoke	4,313	737	286,106	12	11	14
North York	6,799	959	527,564	19	15	25
Scarborough	4,847	750	362,005	13	11	17
York	<u>2,362</u>	<u>350</u>	<u>142,297</u>	7	5	7
TOTAL	36,224	6,528	2,099,675			

NOTE: Percentages may not add to 100 because of rounding.

SOURCE: 1973 Annual Report of Fire Departments.

Relationships with other agencies or departments may be categorized in three ways: relationships with other emergency services at the Metro level (e.g., police and ambulance), relationships with other departments within the municipality (particularly the buildings department), and relationships with the other municipal fire departments.

1. The Metro Level

At the Metro level the six fire departments have considerable contact with the Metropolitan Police, with Ambulance Services and, to a much lesser extent, with Emergency Measures. Contact with police and ambulance is on an operational level in that more than one service may be called to give assistance at the same time. For example, police may be called to direct traffic during major fires, and ambulances will be called if there are injuries. To promote good working relationships, occasional meetings among staff of the various departments and agencies are called to discuss matters of common concern. At present, coordination and cooperation of the fire departments with other emergency services in Metro appear to be good.

2. Intra-Municipal Relations

Within each area municipality, the fire departments relate most frequently with the buildings department. As part of their fire prevention function, the fire departments conduct examinations of plans and blueprints and inspections of buildings in coordination with the buildings departments. In most instances plans must be examined and approved and buildings inspected by both departments prior to occupancy. To carry this out, good coordination and cooperation are essential.

Fire department personnel believe their participation in these activities to be crucial if they are to carry out their fire prevention function comprehensively. Although some buildings departments may argue that their inspectors can do the same job, fire departments insist that only those who fight fires fully understand relationships between building structure and fire prevention. However, relations between fire departments and buildings departments appear cooperative in most municipalities.

and are based on the belief that both are contributing to keeping the public safe from fire.

Fire departments interact to a lesser extent with public works departments regarding plans for access roads and the placing of water mains.

3. Inter-Municipal Relations

The area municipality fire departments have three aspects of their work in which contact occurs: fire fighting, communications, and training.

At the present time there is informal agreement that all six fire departments will answer border calls (e.g., calls that may be beyond a municipality's boundaries but have been identified by the caller as within its boundaries). Rather than relay the call to the appropriate municipal fire department, the fire department receiving the alarm will respond automatically. Practice varies, however, in responding to calls deep inside another municipality.

Most municipalities do not charge for services rendered to another municipality. The one exception is the City of Toronto, which charges at the rate of \$1,400 per hour per piece of equipment when it responds to calls for assistance outside its normal boundaries. The Toronto Fire Department believes that this practice will deter other boroughs from asking for its assistance except when absolutely necessary and will force other fire departments to upgrade their own services.

The Etobicoke fire department also responds to requests for assistance from the Toronto International Airport's fire service.

Formal contacts among the six area fire departments in Metro are infrequent, as interaction is largely informal and operational. The general consensus among the fire departments is that the system of providing assistance and relaying information is working well.

In the field of communications, there is less unanimity and less support for the existing system, particularly as it relates to a central emergency number.

Between one-half and two-thirds of all calls to the six fire departments are relayed by the Metropolitan Toronto Communications Centre, which operates the emergency

number. Callers reaching that number and requesting a particular fire department are immediately transferred to that fire department.

Attitudes regarding the emergency number vary among the six fire departments. Basically, the issue is whether a centralized communications system can be very effective unless it is accompanied by a centralized dispatching system. The City of Toronto fire department acknowledges that there are certain problems regarding identification of fire calls received in this manner but the department is working with personnel at the Communications Centre to improve the situation. The Toronto Fire Department pointed out that since well over half the fire calls are received over the emergency number, it is demonstrably accepted and recognized by the public. In the view of the Toronto Department, efforts should hence be made to improve it or replace it by another central emergency number system, but its concept should not be abandoned.

In contrast, all fire departments in the boroughs are critical of the procedure of receiving fire calls via the emergency number. The major criticism is of delays in response time caused by the necessity of transferring the original call from the emergency operator to a specific fire department. Also, borough fire department personnel complain that information received via the system is often inadequate and that calls are frequently directed to the incorrect department.

Most borough fire departments actively encourage residents of their boroughs to learn the telephone number of their borough fire department. For example, in some boroughs staff members distribute thousands of stickers indicating the telephone number of their respective fire departments as part of a public education program.

The training of fire fighters is a function performed by each fire department. It is also an area in which officials of the City of Toronto fire department believe there should be more cooperation.

Training facilities vary from department to department. The City fire department has its own large, well equipped fire academy for training purposes which it has encouraged other Metro fire departments to use, but to date none has responded. North York, Etobicoke and

Scarborough also have training facilities, although of a more limited nature. Both Scarborough and East York use the North York Training Centre while York utilizes training facilities of both North York and Etobicoke.

B. DETAILS OF FUNCTION

All six fire departments can be viewed as being divided into three major functional areas: fire fighting, fire prevention, and training. In addition, all six have an administrative division, four have a mechanical or maintenance division, one has an alarm room division and one (the City of Toronto) has a Medical Officer.

Fire fighting is the major function of any fire department. More than any other, this function has a major physical impact on the community. Within Metro Toronto's six municipalities, there are 67 fire stations, each of which belongs to a geographically determined division. In the smaller municipalities, a particular division may have only one station; the large ones generally have several stations per division. In each municipality there is a main fire station containing the communications system for that municipality's fire department. All calls are received at that station and relayed to the fire station nearest the scene.

The fire fighting force is organized into units, generally known as platoons, which assume duty on a rotating shift basis. A typical chain of command would extend downward from a district chief to a captain to fire fighters; promotion is by examination only. There may be slight variations in organization from department to department, but the basic pattern and interrelationships are similar.

All fire departments carry out active fire prevention programs. In doing so they have a great deal of direct contact with the community at large. In addition to plan examination and inspection of buildings under construction, the fire prevention bureau in each fire department also attempts to impress upon the public the need for, and value of, good fire prevention procedures and policies.

Contact with the public is undertaken in several ways. Routine inspections are carried out of all commercial, industrial and multi-residential structures and home

inspections are undertaken as a public service. Staff members also speak to service clubs, school groups and the like, and groups are encouraged to tour the fire stations and to attend such events as fire safety demonstrations and Fire Prevention Week activities.

To assist in the training of fire fighters, several of the municipalities have developed certain facilities in addition to those mentioned earlier. The North York Training Centre has a three-storey training tower, Etobicoke has a relatively new five-storey tower and an adjoining three-storey fire test building, and Scarborough has an open wooden training tower as well as an area for open pit burning of flammable liquids.

C. FINANCE

Fire department expenditures are financed from general municipal revenue. Table IV-3 shows fire department expenditures in each of the six area municipalities in 1969 and 1973. It can be seen from this table that the total expenditures of the six area municipality fire departments increased from less than \$30 million in 1969 to nearly \$43 million in 1973.

Per capita analysis is the most common method of analyzing expenditures after the actual dollars are detailed, as it is the most conventional way of drawing comparisons based on a norm (in this case, population data). Table IV-4 shows the results of such an analysis. In 1969, the average per capita expenditure by fire departments throughout Metropolitan Toronto was just over \$15; the City of Toronto was the only area municipality with per capita expenditures in excess of the average. By 1973 the average per capita expenditure had risen to over \$20, and only two municipalities - Toronto and York - exceeded the average (East York was only pennies below the average).

There are several problems inherent in per capita analysis, however; although the most commonly quoted measurement, it is not necessarily the best. For example, the City of Toronto has a large daytime population because of the concentration of office buildings there. It is reasonable to assume that certain expenditures are thus required in Toronto which may not be required in other municipalities. For this reason, two other financial measurements are included here: fire expenditures per

FIRE DEPARTMENTS IN METROPOLITAN TORONTO:
TOTAL EXPENDITURES, 1969 AND 1973

TABLE IV-3

<u>Area Municipality</u>	<u>1969</u> <u>(<u>\$000</u>)</u>	<u>1973</u> <u>(<u>\$000</u>)</u>
Toronto	15,564	20,852
East York	1,355	2,128
Etobicoke	3,104	5,001
North York	3,789	7,380
Scarborough	3,038	4,597
York	<u>1,796</u>	<u>2,946</u>
TOTAL	29,646	42,904

SOURCE: Jarrett, Gould, & Elliott, "A Financial Profile of Metropolitan Toronto and Its Constituent Municipalities, 1967 to 1973." The Royal Commission on Metropolitan Toronto, 1975.

FIRE DEPARTMENTS IN METROPOLITAN TORONTO:
PER CAPITA EXPENDITURES, 1969 AND 1973

TABLE IV-4

<u>Area Municipality</u>	<u>1969</u> \$	<u>1973</u> \$
Toronto	23.07	30.83
East York	13.88	20.20
Etobicoke	11.93	17.48
North York	8.58	13.99
Scarborough	10.31	12.70
York	<u>12.85</u>	<u>20.77</u>
All Area Municipalities (Average)	15.01	20.43

SOURCE: Jarrett, Goold, & Elliott, "A Financial Profile of Metropolitan Toronto and Its Constituent Municipalities, 1967 to 1973." The Royal Commission on Metropolitan Toronto, 1975.

thousand dollars of taxable assessment and fire expenditures as a percentage of total municipal expenditures.

Table IV-5 shows fire department expenditures per thousand dollars of taxable assessment. In 1969, the average such expenditure was \$5.43 across the Metropolitan area; only two of the municipalities - Toronto and York - were above the average (East York was again close to the average for Metro). By 1973 the average had risen to \$7.03 per thousand dollars of taxable assessment, and East York had joined Toronto and York in being above that average.

Table IV-6 shows fire department expenditures for each municipality as a percentage of that municipality's total expenditures in the years selected. The expenditure pattern which emanate from Table IV-5 are reinforced in Table IV-6. Expenditures by the City of Toronto, East York and York were above the average while those of Etobicoke, Scarborough and North York were below the average. In both years, 1969 and 1973, East York spent more than any other area municipality on fire as a proportion of total expenditures. Of the six municipalities, North York spent the lowest proportion of its budget on fire in 1969, while in 1973 Scarborough spent the lowest proportion. The proportion spent on fire in Scarborough was just one-half of the proportion spent in East York.

D. AREAS OF CONCERN

The views of the fire chiefs of the boroughs are clear: further unification is neither necessary nor desirable. In the City of Toronto, however, it is felt that there should be a unified training program and communications network. It is further believed that even though a single fire department for all of Metro would be better than the status quo, it would not benefit City of Toronto taxpayers.

The financial analysis also raises certain issues. The data clearly establishes that, using three different measurements, expenditures are higher in three municipalities - Toronto, York and East York - than they are in the other three - Etobicoke, North York and Scarborough.

Within the scope of the terms of reference of this study, it is not possible to make any firm judgements on fire

FIRE DEPARTMENTS IN METROPOLITAN TORONTO:
EXPENDITURES PER \$1,000 OF TAXABLE ASSESSMENT,
1969 AND 1973

TABLE IV-5

<u>Area Municipality</u>	<u>1969</u> \$	<u>1973</u> \$
Toronto	7.18	8.86
East York	5.42	8.00
Etobicoke	3.81	5.34
North York	3.30	5.08
Scarborough	4.92	6.19
York	<u>6.39</u>	<u>9.92</u>
All Area Municipalities (Average)	5.43	7.09

SOURCE: Jarrett, Goold, & Elliott, "A Financial Profile of Metropolitan Toronto and Its Constituent Municipalities, 1967 to 1973". The Royal Commission on Metropolitan Toronto, 1975.

FIRE DEPARTMENTS IN METROPOLITAN TORONTO:
EXPENDITURES AS A PERCENTAGE OF TOTAL AREA
MUNICIPALITY EXPENDITURES, 1969 AND 1973

TABLE IV-6

<u>Area Municipality</u>	<u>1969</u> %	<u>1973</u> %
Toronto	17.87	19.01
East York	18.72	22.83
Etobicoke	12.32	13.55
North York	10.89	13.65
Scarborough	12.47	11.41
York	<u>16.50</u>	<u>18.31</u>
All Area Municipalities (Average)	15.11	16.11

SOURCE: Jarrett, Goold, & Elliott, "A Financial Profile of Metropolitan Toronto and Its Constituent Municipalities, 1967 to 1973". The Royal Commission on Metropolitan Toronto, 1975.

departments in Metro without a more detailed analysis of their expenditures and their impact on the community. However, it is possible to state that because of the nature of construction in Toronto, expenditures on fire must necessarily be higher there than in other boroughs. It is also possible to speculate that expenditures on fire in East York and York are high, both in terms of \$1,000 of taxable assessment and in terms of total municipal expenditure, because of the lack of economies of scale.

In comparing data of the City of Toronto with that of the three largest boroughs in Metro, two specific areas of concern can be identified. On the one hand does the difference in expenditures between the larger boroughs and the City relate to inadequate service levels in the boroughs? On the other hand, does the difference indicate a higher level of expenditure than is necessary in the City? The data above does not permit answers to these questions, but it does suggest areas for further detailed investigation.

V. BUILDINGS DEPARTMENTS

Buildings departments have been included in the study on public safety services in Metro because they are responsible for enforcing and administering a variety of by-laws relating to safety. These by-laws exist basically to ensure that buildings, heating plants and plumbing are safely and properly erected and installed and that buildings are maintained in a safe condition.

Certain other public safety services have not been included in the study because they are provincial responsibilities. The responsibility for occupational safety, both construction and industrial, is divided between the Ontario Ministry of Labour and safety associations attached to the Ontario Workmen's Compensation Board. The Ministry administers and enforces the provincial safety acts through its Construction Safety Branch and Industrial Safety Branch. The Construction Safety Association, the Industrial Accident Prevention Association and other associations are employer organizations concerned with safety education matters only.

A. BUILDING BY-LAWS

The six area municipalities in Metro do not have one uniform building code. When the new Ontario Building Code (passed in the Ontario Legislature on December 2, 1974) is proclaimed, they will have, because the Code will replace present municipal by-laws and standardize inspection regulations across the province. The Ontario Building Code has been generally well received since it will serve to clarify present ambiguities and differences in standards.

Essentially, the National Building Code of Canada (1965) forms the backbone of building by-laws throughout Metro. This code is a performance code as opposed to a specification code; in other words, it indicates what the performance of the materials used should be, rather than indicating specifically what the materials used should be. The 1965 National Building Code is the basis from which the Toronto Area Uniform Building Code was drawn. In 1968 the Toronto Area Building Code Committee, made up of Buildings Officials from Metro municipalities, drew up the Toronto Area Uniform Building Code specifically

for the needs of Metropolitan Toronto. It then became the responsibility of each individual building department to present to its own council the Toronto Area Uniform Building Code for implementation. Four municipalities - York, East York, North York, and Etobicoke - have adopted the Toronto Area Uniform Building Code along with their own specific by-law for their own building requirements.

Scarborough has anticipated the proclamation of the Ontario Building Code (Bill 62) and has implemented the National Building Code of Canada (1975), upon which the Ontario Building Code is based.

The City of Toronto uses the Toronto Building By-law, which is based on the Toronto Area Uniform Building Code. Toronto differs from the other boroughs, however, in that it incorporates a section regarding fire safety in lodging houses, of which Toronto has significantly more than the boroughs.

B. ORGANIZATIONAL RELATIONSHIPS

Each area municipality maintains its own reporting relationship with its respective council. In all but one municipality, buildings departments report to a committee dealing with building and development/property. However, only in Scarborough do the fire and buildings departments report to the same Committee of Council, in this instance the Building, Fire and Legislation Committee.

The major external relationship maintained by buildings departments is with fire departments in the area of plan approval and inspection of fire prevention equipment. It should be noted that while buildings departments are concerned with general safety standards, fire departments are concerned specifically with fire safety standards.

There are a few unique features within different area municipalities which should be noted. Specifically, in East York a by-law was passed recently which makes mandatory the approval of all plans by the fire department prior to inspection by the buildings department. Since the Borough of East York did not have a plans section within the buildings department, it was essential that plan inspection be undertaken by the Fire Department.

The Borough of Etobicoke fire and buildings departments maintain a relatively cooperative working relationship. The planning approval section of the buildings department is housed within the fire department. Here plans are approved for fire safety. However, the fire department consistently urges the inclusion of safety equipment above and beyond what is presently called for in existing by-laws. The buildings department, however, believes that current standards are adequate.

In Scarborough, a member of the Fire Prevention Bureau of the fire department is permanently on staff in the planning section of the buildings department as a consultant on matters of fire safety. It has been found that maintaining a permanent fire prevention position within the buildings department has aided the establishment of higher safety standards and the resolution of conflicting viewpoints, thus also expediting plan approval. Scarborough is the only municipality in Metro which has this arrangement; although there are other municipalities in Canada which have adopted the concept.

C. DETAILS OF FUNCTION

The prime responsibilities of a buildings department which relate to safety are twofold: plan examination and building inspection.

Most of the Buildings Departments in Metro are structured in such a way as to reflect the importance of the two functions. All six area municipalities maintain an inspection division or section; four of the six area municipalities maintain a plan examination/regulation or buildings permit review section.

Plan examination usually involves a three-part process. Initially, consultation with the potential applicant occurs prior to application for a building permit, in order to ensure that applicants are guided with respect to municipal requirements. Secondly, applications for permits are received. Thirdly, permits are issued after an exhaustive examination of the plans.

Building inspections take place during the construction of the building so that building codes are enforced. However, once the construction of the building is completed, the inspection function ceases unless a

complaint regarding the safety of a building is lodged with the municipality. In that case, an inspection will be performed. Therefore, many old and unsafe buildings i.e. rooming houses, may be in existence with no safety inspections mandatorily performed on them. It is also worth noting that the vehicle of the building by-law may not be the one to require ongoing safety standards. Enforcement of such standards would require an occupancy standards or maintenance by-law. Matters such as overcrowding and maintenance are not generally controlled by building by-laws which are designed for a new building.

In addition to the examination inspection functions, buildings departments serve other roles related to safety. Throughout Metro, the City and the boroughs maintain a sign by-law which dictates specifications for signs and advertising devices. Field inspectors conduct routine inspections in connection with erection of signs as well as inspections for deterioration of signs caused by exposure to the elements.

Each borough and the city also conduct plumbing and heating inspections. For example, a provincial statute and regulation requires each new water heater to be inspected by the local building department, even though the department may have no other reason for being on the premises and even though the contractor installing the heater has been licensed by all appropriate authorities.

Other areas of jurisdiction for which buildings departments are responsible include the construction and maintenance of fences around swimming pools and inspection of hazardous sites. Within Metro, the City of Toronto maintains the most comprehensive regulations regarding inspection of hazards. Not all boroughs have hazardous site by-laws or conduct inspections.

There are several other by-laws and regulations which the buildings departments of one or more municipalities are responsible for enforcing. In Toronto, for example, there is a window-cleaning by-law which requires inspection of swing stages and related equipment; there is no comparable by-law elsewhere in Ontario.

D. AREAS OF CONCERN

Concern was expressed primarily in the boroughs about relations between the buildings and fire departments. This is perhaps natural since both are concerned with plan approval and site inspections, the former from a general viewpoint, the latter from a specific viewpoint.

Some interviewees within the City of Toronto were concerned that buildings department personnel were required to spend an inordinate amount of their time on zoning decisions as opposed to inspection duties. Other interviewees familiar with the situation agreed that zoning decisions did indeed require much attention, but they also noted that in any municipality compliance with zoning by-laws must be ensured prior to issuance of building permits; their contention was that buildings department personnel were the logical ones to become involved in such matters.

VI. COMMUNICATIONS

The Metro-wide communications network supporting the system of public safety has been in use in one form or another for about fifteen years, and an upgrading of capability has only recently been completed. Because an alternative communications network - the 911 system provided by Bell Canada - is the current topic of much debate, this chapter on communications explores briefly the history of the current system, details of current operations, and certain aspects of the proposed 911 system.

In 1957 Metropolitan Toronto instituted a central emergency number - EMpire 1-1111 (now 361-1111). Its purpose was to facilitate the handling of emergency calls by emergency or safety agencies and services.

Today, the following departments or agencies participate in this emergency services number on a Metro-wide basis:

- * The Metropolitan Toronto Police Force;
- * The municipal fire departments;
- * The Department of Ambulance Services (also private ambulances and Ministry of Health ambulances);
- * The Department of Emergency Measures;
- * The Harbour Police, City of Toronto; and
- * The Academy of Medicine.

Subsequent to the implementation of the central emergency number, an early problem arose regarding the definition of an emergency. The issue was whether the caller's words regarding the emergency of the situation should be accepted or whether the answering operator should interrogate the caller prior to transferring his call to the most suitable agency.

The following procedures were agreed upon and are still

in effect. Anyone calling the emergency number, requesting a specific emergency agency such as the Fire Department of the City of Toronto, is immediately transferred to that agency by the police operator. It should be noted that in this instance the operator does not challenge the request of the caller. Thus, for example, should the caller indicate that he is a resident of Etobicoke but for some reason is requesting the Fire Department of the City of Toronto, the operator will transfer the call to the Toronto Fire Department, regardless.

When the caller does not request a specific emergency service, the emergency console operator determines what agency is primarily concerned, and interconnects the calling party with that service.

A. THE EXISTING COMMUNICATIONS NETWORK

The communications centre for the emergency number is located at Metropolitan Toronto Police Headquarters on Jarvis Street and is under the authority of the Metro Toronto Police.

The central communications centre is manned at all hours by a minimum of eight police operators. At present there is provision for a maximum of 14 such operators manning 14 consoles, and extensions of up to 24 consoles are possible.

The communications equipment is sophisticated and the system is updated as it becomes necessary. However, it is impossible technically to provide in the communications system for a delay announcement which would reassure a caller that his call would be answered by the next available emergency operator. Improvements have been made in the present system to allow police supervising the system to be advised that calls are being delayed because all manned consoles are temporarily busy.

The central emergency number is essentially outside the direct control of all the emergency services in Metro with the exception of the Metropolitan Toronto Police force. Other services can only request cooperation and information; they cannot directly influence its operation. Thus all emergency services, with the possible exception of police, have limited control over the quality and storing of information related to their link in the communications network.

The various emergency agencies throughout Metro guard closely their right to be contacted when their service is specifically requested by the caller. Furthermore, some agencies insist that they always be called in certain emergency situations. For example, both Ambulance Services and fire departments insist on being called should a person collapse in the street. Police, of course, go to the scene automatically.

Services other than police are concerned about the priority allocated to the processing of calls which are related to their service and with the delays incurred within the emergency number system. Borough fire departments and the Department of Ambulance Services are particularly concerned that use of the emergency number increases their response times. They believe direct calls to the services themselves would eliminate this one step and hence reduce response time.

B. PROPOSALS FOR AN ALTERNATIVE EMERGENCY NUMBER

The Commissioner of the Department of Emergency Measures has been charged with researching and reviewing the feasibility of establishing a common emergency telephone number for all emergency services in Metropolitan Toronto.

The system presently under consideration by Metro is the three digit 911 emergency number system available from Bell Canada. The 911 system provides for direct citizen reporting of emergencies to a centralized answering bureau servicing a given area. Bell Canada stipulates that as an effective minimum police, fire and ambulance must be handled by this bureau.

The staff at the 911 bureau would be responsible for proper disposition of all 911 calls. Bell Canada stresses the fact that the 911 number will supplement existing telephone arrangements but will not replace the individual seven-

digit telephone numbers of the various public safety agencies in Metro. The usual Bell Canada operators would continue to be of service should they receive an emergency call.

The decision as to who will man and operate the bureau is therefore left to the buyer of the services. Bell Canada will train the operators on the use of the equipment; however, they will not train the personnel on how to respond to calls.

From the user's point of view, the proposed 911 system is not substantially different from the current system. The 911 system does offer a more sophisticated network, but its advantages have to be weighed carefully. The fact that the 911 system employs a three-digit number rather than a seven-digit one should result in marginal savings in time, and public identification of a shorter number would likely be more common. Both systems share one disadvantage, however, in that the territories served by both emergency communications systems are not congruent with the territories served by the various emergency services.

The real advantages of the 911 system are only to be gained under the direct trunking of telephone lines, whereby calls go directly to the 911 bureau without passing through other switching stations. Direct trunking does not exist in Metro today. According to Bell Canada, if direct trunking were in operation; the following features could be implemented:

- * the holding of calls for eventual tracing;
- * the disconnection of nuisance calls;
- * easier maintenance of 911 cables; and
- * coin-free calling.

These features would be available at no additional charge. (The last feature is, of course, available on the present communication network).

Two features available with direct trunking at extra cost are automatic signalling at the bureau whenever a caller disconnects and immediate redialing of the caller's number.

It is important to remember that all these features, with the exception of coin-free calling, are possible only under direct trunking. Adaptation of the existing telephone network would be costly and time consuming. Bell Canada would require 24 to 30 months for installation of the new system.

Implementation of such a sophisticated communications network would require prior solutions to a number of difficult questions relating to the control of the Bureau, relations among the various emergency services, service priorities, and service territories. For example, some safety agencies, such as the borough fire departments, believe that a single emergency number results in a longer response time than direct calls to the area fire departments. Offsetting this, however, may be a decrease in the citizen confusion as to which number to call in an emergency. All such matters, which are primarily of a political rather than technical nature, will have to be considered carefully before the 911 system is adopted.

**Background Studies Prepared for
THE ROYAL COMMISSION
ON METROPOLITAN TORONTO**

- **The Organization of Local Government
in Metropolitan Toronto**
- **A Financial Profile of Metropolitan Toronto
and its Constituent Municipalities, 1967 - 1973**
- **The Planning Process in Metropolitan Toronto**
- **The Electoral System for Metropolitan Toronto**
- **Demographic Trends in Metropolitan Toronto**
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